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REGISTRATION AND INQUIRY MANUAL



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FOREWORD

This manual has been produced by the Emergency Welfare Services Division of the Department of National Health and Welfare to provide information on the basic plans, policies and procedures involved in organizing the Registration and Inquiry Service. It is intended for use as a guide in planning, organizing and staff training, and for the operation of the Service in an emergency.

As this Service would be provided at the community level, the publication is designed primarily for the use of Chiefs and Supervisors of Registration and Inquiry in reception communities.

It is hoped that it will prove useful to those responsible for the development of this important Service in communities across Canada.

INTRODUCTION

In the event of a nuclear attack on Canada, the resulting destruction would leave hundreds of thousands of people homeless. If the residents of our Canadian cities were someday informed that an immediate enemy attack was probable, many would flee by the nearest exit route. If such warning came during daytime working hours, it would find most family members at widely separated points. In addition, after a disaster those who have survived may evacuate as soon as possible and not always as family groups. Thus members of a family could arrive in different Welfare Centres in a reception community, or in different towns, villages or rural areas many miles apart.

In a similar manner, when a natural disaster creates havoc, emergency services are required to protect people from physical harm, to provide the necessities of life, to answer inquiries and to reunite separated families. Emergency Welfare Services planning and organizing for possible war emergencies within a community, provides that community with an ability to deal with the emergency welfare needs and problems which would arise from any natural disaster occurring in that community.

While the other four Emergency Welfare Services are responsible for providing the families with emergency feeding, emergency clothing, emergency lodging and with special care, guidance and material assistance, the Registration and Inquiry Service has been planned to meet the unquestionable need for assistance to bring the members of separated families together.

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EMERGENCY WELFARE SERVICES ORGANIZATION

FUNCTION OF THE FIVE EMERGENCY WELFARE SERVICES

In a national emergency five Emergency Welfare Services (EWS) would meet basic needs of people.

(1) Emergency Clothing Service

Clothing would be supplied in 3 stages to persons requiring it. Initially, emergency covering (a blanket or coat) might be required to provide adequate protection from the elements. As soon as possible people would be clothed in a manner which would permit them to work and care for themselves. When sufficient clothing stocks were available, there would be a return to the normal choice of type and size.

(2) Emergency Lodging Service

Temporary emergency lodging would be provided for homeless people who had not made their own emergency lodging plans or who, if they had made plans, were unable to carry them out in the initial emergency period. They would be lodged in private dwellings, in commercial facilities, and in other buildings used as congregate lodgings.

(3) Registration and Inquiry Service

Members of separated families would be reunited as quickly as possible and inquiries concerning the safety and whereabouts of missing persons would be answered.

(4) Emergency Feeding Service

Evacuees who had no food and/or no facilities to prepare their own meals would be fed.

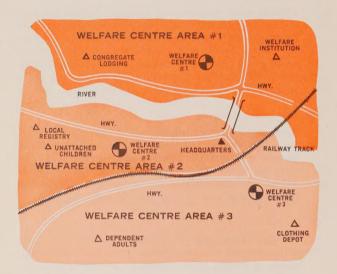
(5) Personal Services

Evacuees would be met at reception points. Unattached children and dependent adults separated from their families, would be cared for. The special needs of relocated welfare institutions would be looked after. Individual counselling would be given and material assistance in cash or in kind would be made available to those in need.

WELFARE CENTRE

A Welfare Centre is the basic EWS operational unit in a reception community. Each Centre services a given Welfare Centre Area. Evacuees arriving in reception communities would be directed to the Centres where they would be given the emergency services they require.

A reception community, divided into welfare centre areas with a welfare centre in each, as well as other EWS installations is illustrated below.



MOBILE EWS TEAMS

In addition to providing emergency welfare services in Welfare Centres, it would be necessary to take services to people by means of Mobile EWS Teams — either individual service teams or complete welfare centre teams.

These teams would provide initial emergency welfare services to people brought out of the damaged areas or fallout areas, taking care of their most urgent needs before they travel, perhaps long distances, to the nearest welfare centres. Complete welfare centre teams would set up and operate welfare centres where required, conditions permitting. Other teams might assist centres with a heavy workload.

GENERAL EWS. PLANNING ASSUMPTIONS

EWS planning for the needs of people during a disaster must be based on certain assumptions. These assumptions are:

- (1) That the emergency would occur in bad weather conditions.
- (2) That there would be some warning of possible attack on the country (it might be hours or minutes).
- (3) That there would be traffic control along evacuation routes.
- (4) That large numbers of people would require accommodation, food and clothing.
- (5) That evacuees suffering from shock would need individual attention.
- (6) That in a given group of 1,000 evacuees, 560 would be heads of families and single householders (440 dependents).¹
- (7) That supporting municipal emergency services would be available.
- (8) That emergency orders and regulations would provide for price control and for the control and rationing of supplies.
- (9) That a monetary system, and the banking system, would continue to function in undamaged areas.

GOVERNMENT RESPONSIBILITY FOR EWS

The survival of the population in a nuclear war would be the responsibility of the three levels of government in Canada. Therefore the peacetime planning and development of EWS must also be a federal, provincial and municipal government responsibility.

FEDERAL GOVERNMENT

The EWS Division, Department of National Health and Welfare is assigned emergency responsibilities as specified in the Civil Emergency Measures Planning Order, P.C. 1965-1041.

¹Dominion Bureau of Statistics (DBS) figures.

Planning and Organizing Responsibilities

The federal planning and organizing responsibilities are:

- Developing and recommending basic EWS policies, plans and procedures which can be applied throughout Canada.
- (2) Providing EWS specialist courses for key EWS personnel at the Canadian Civil Defence College.
- (3) Assisting provinces in planning and organizing their EWS programs, which includes assistance with inter-provincial planning and with training.
- (4) Developing and producing operational supplies and equipment such as mobile feeding units, mobile clothing units and operational forms.
- (5) Producing public educational materials, such as pamphlets and displays.
- (6) Producing training materials, such as precis, manuals, filmstrips and films.
- (7) Co-ordinating EWS federal plans with those of other government departments and agencies, and with voluntary agencies.
- (8) Co-ordinating EWS policies and procedures with those of the U.S.A.
- (9) Planning for the continuity of the Welfare Branch of the Department, and assisting provincial welfare departments with the planning for the continuity of their essential welfare programs.

Operational Responsibilities

The federal operational responsibilities are:

- (1) To give advice on request, to any province regarding the operation of EWS.
- (2) To obtain assistance from one province on behalf of another, when requested.
- (3) To continue the essential functions of the Welfare Branch of the Department.

PROVINCIAL GOVERNMENT

In wartime, provincial welfare departments would be responsible for the continuing operation of the essential welfare programs within the department. However existing welfare programs would not be able to handle the scope and extent of the mass

welfare problems of a national disaster. Hence the provincial welfare departments have the responsibility and authority to plan and organize EWS in peacetime, and to operate them in wartime.

Provincial EWS Director

In the field of planning and organizing, the provincial EWS Director, assisted by his Planning Committee, has these responsibilities:

- Organizing EWS at province and zone levels. They may do this either by using existing resources and/or by creating new services.
- (2) Selecting a provincial Chief for each of the five EWS and zone EWS Directors (using government employees where possible), establishing lines of succession at least two deep and ensuring that all these persons get adequate training.
- (3) Assisting municipalities in organizing EWS, in conjunction with the zone EWS Director.
- (4) Developing and implementing a co-ordinated EWS training program throughout the province.
- (5) Co-ordinating EWS plans with those of other related government departments (Health, Municipal Affairs) and agencies, and with voluntary agencies.
- (6) Preparing the provincial EWS plan.
- (7) Planning for the continuity of the provincial welfare department.

The operations function of the provincial EWS Director would be:

- (1) To operate EWS.
- (2) To advise on the formulation of EWS policy.
- (3) To interpret emergency orders, regulations and directives to zone EWS Directors.
- (4) To keep federal EWS informed regarding the provincial EWS situation.
- (5) To continue essential welfare programs.
- (6) To advise the heads of the provincial component in REGHQ regarding any necessary movement of evacuees between zones.

Provincial Chief of Registration and Inquiry

Under the direction of the provincial EWS Director, the provincial Chief of Registration and Inquiry (R&I) assisted by his Planning Committee has several planning and organizing responsibilities. They are:

- (1) Advises on selection of zone Chiefs for the Service, establishing lines of succession at least two deep and ensuring that they receive adequate training.
- (2) Developing and maintaining a detailed provincial R&I plan.
- (3) Determining the location of a Central Registry for each likely Target Area, in co-operation with the District Director of Postal Services.
- (4) Co-ordinating plans and procedures with other EWS and emergency services, and with other departments and agencies from which the Service will require, and to which it will provide, operational support.
- (5) Stimulating, advising and assisting the zone Chiefs in planning and organizing the Service in their zones.
- (6) Preparing and conducting provincial R&I courses and assisting with other training courses as required.
- (7) Developing and conducting R&I training exercises.
- (8) Maintaining records of the state of organization of R&I within the province.
- (9) Assisting with the public emergency welfare information program.
- (10) Ensuring that all essential R&I reference material and records of resources for operations are at the emergency government site.

Under the EWS Director, the operations function of the provincial Chief of R&I would be:

- (1) To control the overall operation of R&I from the emergency government site.
- (2) To continually analyze the R&I situation, including the consideration of problems in relation to resources (supplies, equipment, personnel).
- (3) To advise the EWS Director upon the current provincial R&I situation.

- (4) To carry out instructions received from the EWS Director affecting the Service.
- (5) To make policy decisions regarding R&I in the province.
- (6) To provide technical advice to other levels, as requested.

ZONE

Where zones have been created in a province, the zone EWS Director is the link between provincial and local governments in emergency welfare matters.

Zone EWS Director

The zone EWS Director, who would be an employee of the provincial department of welfare assisted by his Planning Committee, has these peacetime responsibilities:

- (1) Selects the zone EWS Chiefs, ensuring that they receive adequate training and establishing lines of succession.
- (2) Assisting municipal governments in planning and organizing their EWS.
- (3) Co-ordinating the EWS plans of likely target areas and reception communities in the zone.
- (4) Co-ordinating the resources of government welfare departments and agencies with voluntary agencies in the zone.
- (5) Preparing the written zone EWS plan.
- (6) Co-ordinating zone EWS operational plans with those of other emergency services, and with the provincial EWS plan.
- (7) Assisting with municipal training programs and exercises.

The operations function of the zone EWS Director would be:

- To direct and co-ordinate EWS operations of municipalities in the zone.
- (2) To implement instructions received from the provincial EWS Director.
- (3) To interpret legislation to municipal EWS Directors.
- (4) To direct Mobile EWS Teams engaged in supporting re-entry operations.

- (5) To preserve continuity of essential government welfare services within the zone.
- (6) To advise upon the distribution of evacuees from damaged areas and heavy fallout areas.
- (7) To keep the provincial EWS Director and one emergency government headquarters informed of the EWS situation within a zone.

Zone Chief of R&I

Under direction of the EWS zone Director, the zone Chief of R&I, assisted by his Planning Committee, has these planning and organizing responsibilities:

- (1) Developing and maintaining a detailed zone R&I plan which co-ordinates the municipal R&I plans.
- (2) Establishing a Central Registry in accordance with the instructions received from the Provincial Chief of R&I, and selecting and training the Manager of the Central Registry.
- (3) Stimulating, advising and assisting the municipal Chiefs in planning and organizing of the R&I Service.
- (4) Initiating and assisting with training courses and exercises as required.
- (5) Co-ordinating plans and procedures with other EWS and emergency services, and with other departments and agencies from which the Service will require, and to which it will provide, operational support.
- (6) Maintaining records of the state of organization of the R&I in municipalities.
- (7) Ensuring that all essential R&I reference material and records of resources for operations are at the zone emergency government site.

Under the EWS Director, the operations function of the zone Chief of R&I would be:

- (1) To control the overall operation of R&I within the zone.
- (2) To direct municipalities in accordance with instructions received from the zone EWS Director and the provincial Chief of R&I.
- (3) To provide technical advice to municipal Chiefs of R&I and to the Manager of the Central Registry as required.

- (4) To advise on the best use of R&I supplies, equipment, and personnel within the zone.
- (5) To advise the zone EWS Director on the current situation including the R&I problems which arise.
- (6) To assist unorganized communities or areas in the Zone.

MUNICIPAL GOVERNMENT

Local communities would be responsible for providing emergency welfare services directly to disaster victims arriving in their area, and to local inhabitants in need.

Municipal EWS Director

The EWS Director, assisted by his Planning Committee has these peacetime responsibilities:

- (1) Developing an EWS plan for the municipality.
- (2) Establishing Welfare Centre Area boundaries in co-operation with the municipal co-ordinator, and other municipal emergency services (MES).
- (3) Selecting Welfare Centres in consultation with the coordinator and other MES.
- (4) Selecting Chiefs of the five EWS, establishing lines of succession and ensuring that they receive adequate training.
- (5) Integrating public and private welfare resources within EWS.
- (6) Developing and implementing an EWS training program.
- (7) Co-ordinating EWS plans with those of other MES in the community.
- (8) Co-ordinating the municipal EWS plan with the zone EWS plan.

In operations, the responsibilities of the EWS Director would be:

- (1) To direct and operate EWS in the municipality.
- (2) To interpret legislation.
- (3) To arrange for supporting MES as required.
- (4) To decide on priorities for use of EWS supplies, equipment and personnel within the municipality.
- (3) To keep the zone EWS Director informed regarding the EWS situation in the municipality.

Welfare Centre Manager

Each Welfare Centre is administered by a Manager who is directly responsible to the EWS Director. Where large numbers of evacuees are to be provided with emergency welfare services, the Manager would require the assistance of an Administrator. The Manager has the following planning and organizing responsibilities:

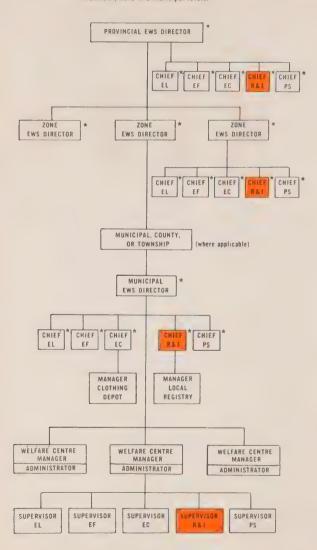
- Preparing the plan for his welfare centre and welfare centre area.
- (2) Establishing and maintaining liaison with other MES in his Welfare Centre Area through the EWS Director.
- (3) Conducting welfare centre exercises.

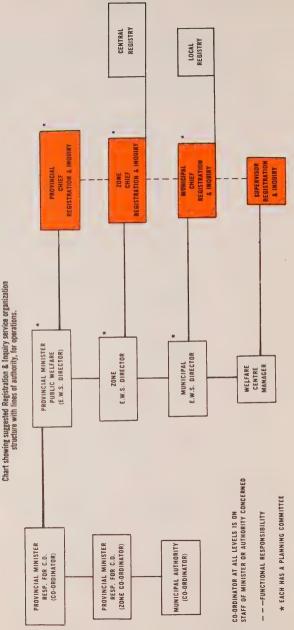
In operations, the Welfare Centre Manager would be responsible for setting up and operating the welfare centre and directing EWS in the welfare centre area. The Manager, upon instructions, would staff, equip and dispatch Mobile EWS Teams.

Responsibilities of the municipal R&I Chief and Supervisors are dealt with in subsequent chapters.

EMERGENCY WELFARE SERVICES ORGANIZATION

The following chart shows the key EWS positions at the Provincial, Zone and Municipal levels.





REGISTRATION AND INQUIRY SERVICE

OBJECTIVES

The objectives of the R&I Service are:

- To collect information and answer inquiries as to the whereabouts of missing persons.
- (2) To assist in reuniting separated family members as quickly as conditions permit.

ACTIVITIES

The activities of the R&I Service would be carried on in Welfare Centres, within Welfare Centre areas, at Local Registries and at Central Registries.

In Welfare Centres

Evacuees arriving at Welfare Centres and wishing to register and make inquiries about missing family members, would be registered immediately and their inquiries taken. The procedures used in registering persons and taking inquiries are outlined in Chapter VI, and the R&I cards are described in detail in Appendices "G" and "H".

Within Welfare Centre Areas

Mobile Teams would register and assist in making inquiries for patients in existing and emergency hospitals, residents of evacuated Welfare Institutions and unattached children and dependent adults accommodated in congregate lodging facilities. Mobile Teams also would go to mortuaries to prepare Registration Cards for the identified dead.

At Local Registries

In the Local Registry, a registration file containing the duplicate Registration Cards of evacuees in the reception community would be set up and maintained. The Inquiry Cards would be checked against this file.

At Central Registries

The originals of all the Registration Cards from all reception communities which are part of a given target city's reception area. would be sent to that Central Registry to create a composite file of information as to the whereabouts of evacuees who had lived in that specific target area. Inquiries which could not be answered at the Local Registry would be sent and checked against this registration file.

REGISTRATION AND INQUIRY ASSUMPTIONS

The following R&I assumptions, supplement the General EWS Assumptions in Chapter I.

- (1) In a pre-attack evacuation many evacuees might be separated from their families.
- (2) In shock phase evacuation there would be a large number of evacuees separated from their families.
- (3) Every family arriving in a Welfare Centre would have been separated from at least one family member and would wish to register and place an inquiry on arrival.
- (4) There would be a number of evacuees who temporarily would be in a target area from out-of-town, and would be separated from their families living outside a likely target city.
- (5) Radioactive fallout may curtail the operation of R&I Service.

CHAPTER III

REGISTRATION AND INQUIRY SERVICE ORGANIZATION

If the need of evacuees for the R&I Service is to be met at the earliest possible moment, planning and organizing must be done in peacetime. A well organized R&I Service should be in existence in every community, ready to begin operations immediately an emergency occurs.

In this chapter the steps which should be taken to organize the Service in a reception community are outlined. (See the municipal EWS organizational portion of chart showing the suggested Registration and Inquiry Service organization structure in Chapter I.)

BASIC ORGANIZATION

The organization of the Service begins in a community with the appointment of the Chief of R&I by the EWS Director. However, before the Chief of R&I is appointed there should be:

- (1) A Municipal Co-ordinator.
- (2) A basic Municipal Civil Emergency Plan.
- (3) An EWS Director.
- (4) An EWS Planning Committee.

CHIEF OF R&I

Qualifications

The qualifications which a Chief should have include:

- (1) Executive ability.
- (2) Office experience (office manager, insurance agent).
- (3) Knowledge of the community.

Training

To prepare him for his R&I role, regardless of his professional experience, the Chief will need further training which should include a general Emergency Measures/EWS Orientation Course and a federal or provincial R&I Specialist Course.

Responsibilities

Under direction, the Chief will be responsible for the development of the total R&I Service for the community. In particular, his overall responsibility will include:

- (1) Selecting and training staff.
- (2) Making necessary arrangements to secure and store R&I Cards.
- (3) Recommending through the EWS Director to the Municipal Co-ordinator a suitable building or space for the Local Registry.
- (4) Establishing and maintaining workable plans and relationships with other municipal emergency services.
- (5) Conducting R&I exercises.

PLANNING COMMITTEE

To assist him in the detailed planning of the Service, the Chief should select a committee of appropriate residents.

Composition

In selecting members to form the Planning Committee, the Chief should call upon experienced people in related fields, such as:

- (1) Librarians
- (2) Office clerks
- (3) Insurance agents
- (4) Salesmen
- (5) Hotel clerks
- (6) Teachers
- (7) Representatives from voluntary organizations which are involved in the registration of people in peacetime.

Functions

The Committee would be responsible for assisting the Chief in:

- (1) Developing the R&I Service.
- (2) Preparing an overall R&I plan for the community.
- (3) Making a continuing assessment of the problems likely to arise.

SUPERVISORS OF R&I

When the number of Welfare Centres required in the community has been decided upon, a Supervisor of R&I will be selected for each Welfare Centre by the Chief.

Qualifications

The Supervisor should have the following qualifications:

- (1) Organizing and administrative ability.
- (2) Experience in office work.
- (3) Experience in working with people.

Training

A Supervisor's training should include a general Emergency Measures/EWS Orientation Course and a federal or a provincial R&I Specialist Course.

Responsibilities

Under direction, a Supervisor of R&I will be responsible for:

- Organizing and supervising the R&I Service in the Welfare Centre and Welfare Centre Area.
- (2) Providing specific information regarding space, equipment, supplies and staff required by the R&I Service in the Welfare Centre and Welfare Centre Area.
- (3) Assisting with the selection and training of R&I workers.
- (4) Making arrangements to secure equipment and supplies.
- (5) Assigning specific positions to workers.
- (6) Conducting exercises for Welfare Centre R&I workers.

LOCAL REGISTRY MANAGER

The Local Registry Manager will be appointed by the Chief of R&I, to whom he will be directly responsible for the operation of the Local Registry.

Qualifications

The qualifications which a Manager should have include:

- (1) Organizing and administrative ability.
- (2) Sound knowledge of the operation of a filing system.
- (3) Ability to train Local Registry workers.

Training

A Manager's training should include a general Emergency
Measures/EWS Orientation Course and a local R&I Course.

Responsibilities

Under direction, the Manager will be responsible for:

- (1) Making plans for the operation of the Local Registry.
- (2) Making arrangements to secure equipment and supplies.
- (3) Assisting with the selection and training of Local Registry workers.
- (4) Assigning specific tasks to workers.
- (5) Conducting exercises for Local Registry workers.

LINE OF SUCCESSION

To ensure continuity of direction and authority during an emergency, two alternates should be chosen for each key staff position (e.g. Chiefs, Supervisor and Local Registry Manager).

SELECTING AND TRAINING WORKERS

The number of R&I workers required to carry out the R&I functions will vary among communities. The Chief, Supervisor and Local Registry Manager will determine the total staff requirements for the Service. (An estimate of staff requirements is given in Appendix "B".) The key R&I staff (R&I Leaders, Individual R&I and Return of Inquiry staff, key staff for Local Registry and R&I Aides) need to be selected and trained prior to an emergency. Other R&I workers such as Local Registry workers could be recruited at the time of emergency and briefed regarding their duties.

Qualifications

The persons selected to fill these positions should have the following qualifications:

- (1) R&I Leaders teaching experience.
- (2) Individual R&I and Return of Inquiry staff interviewing and public relations experience.
- (3) Local Registry staff filing and tabulating experience.

Training

A suggested timetable for a Local R&I Course for workers requiring training is included in Appendix "C".

STEPS IN DEVELOPING THE REGISTRATION AND INQUIRY SERVICE

Plans for the R&I Service should be developed by the R&I Chief assisted by his Planning Committee, in consultation with Chiefs of other EWS and municipal emergency services when necessary.

The following factors should be considered in planning for the R&I Service:

- The large numbers of separated family members who would require registration and who would wish to place inquiries about missing relatives.
- (2) Many evacuees, especially in the shock phase, might require individual assistance in registering and making out inquiries.
- (3) The need for recruiting workers and interpreters at the time of an emergency, many of whom would require on-the-job instruction.

GUIDELINES FOR PLANNING AND ORGANIZATION

The development of the R&I Service in a municipality should be undertaken in logical stages. The following stages are suggested:

- (1) Appointing and training the R&I Chief.
- (2) Forming an R&I Planning Committee.
- (3) Appointing and training an R&I Supervisor for each Welfare Centre, and the Local Registry Manager.
- (4) Determining the number of workers required.
- (5) Preparing a written R&I operational plan.
- (6) Conducting R&I exercises to train workers in Welfare Centre and Local Registry operations.

THE PLAN

The written R&I plan becomes a part of the EWS Plan, which in turn is part of the complete civil emergency plan for the community.

The R&I plan must be:

- (1) Written.
- (2) Clear.
- (3) Concise.
- (4) Flexible.
- (5) Kept up-to-date.

The plan must be approved by EWS Director. Copies of the R&I plan should be given to:

- (1) The Zone Chief of R&I.
- (2) The Chief of R&I.
- (3) The Supervisors of R&I.
- (4) The Local Registry Manager.

CONTENT OF THE R&I PLAN

The plan should consist of the main body which would contain basic data and information which requires a minimum of amending, and appendices which would include data that may require more frequent revision (e.g. names, addresses, location, procedure).

Main Body

The main body should contain:

- (1) Date of the current plan.
- (2) Service organization chart showing positions and lines of authority.
- (3) Warning chart and system for alerting and mobilizing staff.
- (4) Responsibilities of Chief.
- (5) Overall responsibilities of the Welfare Centre Manager.
- (6) Responsibilities of Supervisor(s).
- (7) Responsibilities of the Local Registry Manager.
- (8) Basic policies of operation.
- (9) Means of communication between:
 - Chief at Headquarters and Supervisor(s) at Welfare Centre(s).
 - Chief at Headquarters and Local Registry Manager.
 - Chief at Headquarters and Zone Chief.
 - Local Registry Manager and Supervisor(s).

- (10) Means of transporting R&I Cards from Welfare Centre(s) to Local Registry and back, and from Local Registry to Central Registry and back.
- (11) Operation procedures for:
 - obtaining support from other municipal emergency services.
 - obtaining extra workers if required.

Appendices

The Appendices to the Plan should contain the following information:

- Names, addresses, telephone numbers and lines of succession of R&I key Staff (Chief, Supervisor(s), Local Registry Manager).
- (2) An up-to-date list of all trained workers, with addresses and telephone numbers.
- (3) Operational R&I orders for each Welfare Centre including:
 - staff establishment at Welfare Centre and for Mobile Teams.
 - equipment required and its location.
 - --- supplies required and their location.
 - the number of R&I cards required and their location.
 - diagram of layout of space allotted to R&I in Welfare Centre.
- (4) Operational orders for Local Registry including:
 - staff establishment.
 - equipment required and its location.
 - -- supplies required and their location.
 - diagram of layout of space allotted to Local Registry.
- (5) Job descriptions for R&I workers.
- (6) A composite map of the community which indicates the location of all installations related to R&I operations (e.g. Welfare Centres), Welfare Centre Area boundaries, the location of existing and emergency hospitals, of congregate lodging facilities, and of pre-determined locations for evacuated welfare institutions and mortuaries.

THE REGISTRATION AND INQUIRY SERVICE IN OPERATION

While the detailed methods of operation may vary between communities, certain basic principles will be common to all and must be determined in advance. The following policies are recommended:

BASIC POLICIES OF OPERATION

- (1) Registration of evacuees will be voluntary.
- (2) Priority will be given to registering and taking inquiries from separated family members.
- (3) Registration of separated family members should commence as soon as possible after the arrival of evacuees in Welfare Centres.
- (4) If it should be necessary for evacuees to go to their lodgings before they register, they would return to the Welfare Centre to register and make inquiries.
- (5) When the whereabouts of the missing family member(s) has been established, and as soon as conditions permit, the R&I Service will assist in reuniting families.
- (6) The Welfare Centre where the head or the oldest member of the family is residing will be responsible for initiating action for reuniting the family.
- (7) Mobile R&I Teams will operate only within their Welfare Centre Areas unless they form part of complete Welfare Centre Teams or are sent to other reception communities.
- (8) The R&I Service will assist the Police in the identification of unidentified, unattached children and dependent adults.

THE SERVICE IN OPERATION

Alerting

At the time of a national Alert, R&I workers would be alerted by a system predetermined by the local municipal emergency services for all the workers. A system which did not rely solely on the use of telephones would be advisable.

Mobilizing

After being alerted, the R&I workers would report to their respective EWS installations. The Chief of R&I would go to Headquarters. Supervisors and R&I staff would report to the Welfare Centre to which they had been assigned and the Manager of the Local Registry and his staff would go to the Local Registry. Upon arrival at their respective posts, the staff would prepare for the arrival of evacuees and the commencement of operations.

OPERATIONS IN THREE TIME PHASES

Operations and the demands on the Service would vary during each time phase. R&I activities at Headquarters, at Welfare Centres and within the Welfare Centre Areas may be outlined as follows:

Headquarters

Pre-attack Phase

In this phase the Chief would be responsible for making all necessary preparations. The Staff and Supplies Resources Board and all required reference material would be readied. The plans for co-ordinating the R&I Service with other emergency services would be reviewed. All in-coming and out-going action messages would be recorded and the action taken noted on the Message Log (see Appendix "J"). A shift system (deputy or alternate) would be set up to operate the Service on an around-the-clock basis if possible.

The state of readiness of the Service in Welfare Centres and at the Local Registry should be reported. Adjustments regarding staff, supplies and equipment should be made.

Very few priority messages to or from zone headquarters could be expected. Situation reports would be given to the EWS Director.

Shock Phase

Requests might be received to send Mobile R&I Teams to unorganized communities to set up the R&I Service or to assist in the operation of the R&I Service in other communities. Mobile R&I Teams may have to go as part of complete Welfare Centre Teams to operate in slightly damaged areas. The R&I Chief would have to decide which Welfare Centre(s) could provide Teams and advise the EWS Director, who in turn would contact the Welfare Centre Manager(s) concerned. Re-adjustments of staff and supplies between Welfare Centre(s) might be required.

Members of separated families located in different reception communities would necessitate the Chief contacting the zone Chief of R&I with a view to making arrangements for reuniting. Situation reports would include specific information regarding R&I operations.

Recovery Phase

It is expected that during this phase the registration of evacuees in the communities would be completed. However, the identification of unidentified persons would require co-operation with the police. The inquiries would be cleared by Central Registries and gradually the responsibility for locating missing persons would be transferred to regular or especially created agencies. Thus, R&I operations would gradually decrease and eventually phase out.

Welfare Centres

Pre-attack Phase

Evacuees likely would arrive in a fairly steady stream and the emphasis would be placed on speedy registration and taking of inquiries from evacuees through group registration and inquiry (see Chapter VI).

As soon as the first Inquiry Cards are returned from the Local Registry, the operation of the Return of Inquiries Room will commence (see Chapter VI).

Shock Phase

It is likely that evacuees would arrive at a slower rate. Survivors rescued by the Army during re-entry operations would be evacuated to the reception communities in small groups.

There likely would be an increase in the number of persons suffering from shock and minor injuries which would necessitate more individual registration and inquiry.

Later in the shock phase, there would be a lessened demand for registering by separated members of families and hence it would be possible for all who wished to be registered and make inquiries to be processed.

Recovery Phase

By this time the reuniting of families would be the major task facing the R&I Service. The activities of the Service should be continued only in one Welfare Centre.

Within Welfare Centre Areas

Pre-attack Phase

A Mobile Team would go to any Welfare Institutional group accommodated in the Welfare Centre Area and/or to congregate lodging facilities to which unattached children or dependent adults had been assigned."

Shock Phase

In addition to going to the places mentioned in the foregoing paragraph, Teams also would go to any existing and/or emergency hospitals.

The Mobile Team workers would assist Police in filling out "Unidentified Persons' Forms". The registration of the identified dead would require a Mobile Team to make out Registration Cards from the mortuary log sheets.

Recovery Phase

The R&I Service by this time may complete its operation in the Welfare Centre Area and all inquiries could be referred to the Central Registry by the one Welfare Centre operating in the community.

CHAPTER VI

REGISTRATION AND INQUIRY OPERATIONAL PROCEDURES

The basic R&I procedures should be uniform in the community and should be modified only on instructions of the Chief.

OPERATIONAL PROCEDURE IN WELFARE CENTRES

When evacuees arrive at a Welfare Centre they should be received by reception workers, who would direct persons inquiring about missing family members to the R&I Service.

The procedures for registration and taking inquiries are based on the principle of providing the service as promptly and as adequately as emergency conditions permit.

Group Registration and Inquiry Under Instruction

The group instruction method should be used for most evacuees for the completion of the Registration Cards (see Appendix "G" for description of the Card).

Representatives of family groups would be directed by R&I Aides into Mass Registration Rooms.

After preliminary briefing, the evacuees would proceed to fill out the Registration Card, step by step, as it is explained to them by the Registration Leader. When completed, the Registration Cards would be collected by the R&I Aides, checked for accuracy, and the evacuees would leave the room. The evacuees who wish to make inquiries about missing family members would be directed by the R&I Aides to the Mass Inquiry Rooms. Under the direction of the Inquiry Leader, the Inquiry Cards would be completed using the same step by step method (see Appendix "H" for description of the card). Before leaving, the evacuees would be instructed to report to the Return of Inquiries Room when Inquiry Cards have been returned from the Local Registry.

Individual Registration and Inquiry

The evacuees who cannot go through group registration and inquiry procedures because they are emotionally disturbed, need an interpreter, have a physical disability or are illiterate, would be directed to the Individual R&I Rooms, where they would be assisted individually in registering and making inquiries. When the necessary R&I Cards have been completed, the evacuees would be told where to pick up the returned Inquiry Cards.

Return of inquiries

When Inquiry Cards are returned from the Local Registry to Welfare Centres, evacuees would be able to obtain them in the Return of Inquiries Room.

When the Inquiry Card contains information with regard to the whereabouts of only some of the persons [partial information], the inquirer would be advised to make out a new Inquiry Card for those persons whose whereabouts were not yet known. When an Inquiry Card contains no information about any of the missing persons, the inquirers would make out another complete inquiry.

Those who learned of the whereabouts of missing members of their family would be directed to the Supervisor of R&I (see Chapter VIII re Reuniting Families).

The Inquiry Cards containing death notices would be issued to the inquirers in a separate room reserved for that purpose.

OPERATIONAL PROCEDURE AT LOCAL PROPERTY

As soon as the first Registration Cards start to arrive, their sorting would commence. The cards would be separated from the stub and carbon, and the originals would be sent to Central Registry. The duplicates would be filed. If during the pre-attack phase Inquiry Cards should reach Local Registry, checking of the Inquiry Cards against Registration Cards would have to be postponed until such time as the registration of at least some of the pre-attack evacuees who had arrived in the community had been completed.

CHAPTER VII

STAFF DUTIES AND ACTIVITIES IN OPERATIONS

CHIEF OF R&I AT HEADQUARTERS1

Under the direction of the EWS Director the Chief would:

- (1) Direct R&I operations in the community.
- (2) Ensure that the R&I staff in Welfare Centres and the Local Registry had been mobilized in accordance with the plan.
- (3) Make decisions with regard to the best use of R&I staff.
- (4) Request extra equipment, supplies and staff from zone if required.
- (5) Request assistance from supporting municipal emergency services through EWS Director.
- (6) Collate and revise if necessary, R&I requisitions for supplies from the Supervisors and the Manager of Local Registry. The requisitions would be submitted to the EWS Director for approval and referred to the supply officer.
- (7) Make decisions and arrangements in collaboration with the zone Chief of R&I, regarding the reuniting of separated family members who reside in different reception communities.
- (8) Answer in-coming messages and take action as required; maintain an R&I Message Log.
- (9) Provide EWS Director with situation reports.
- (10) Make such operational decisions as are necessary within his area of responsibility.

SUPERVISOR OF R&I AT WELFARE CENTRE

The Supervisor is responsible to the Welfare Centre Manager regarding administrative matters and to the Chief at Headquarters for the technical operation of the Service. He would:

- (1) Set up and operate R&I in the Welfare Centre.
- (2) Direct the operation of R&I within the Welfare Centre Area.
- (3) Implement policies, procedures and changes in plans as directed by the Chief.

¹Provincial and Zone Chiefs of R&I carry out similar headquarters duties at their respective sites, but related specifically to their own administrative levels.

- (4) Request additional equipment, supplies and staff as required.
- (5) Prepare work schedules.
- (6) Organize and dispatch, under the direction of the Welfare Centre Manager, Mobile R&I Teams.
- (7) Maintain liaison with the Supervisor of Personal Services in connection with reuniting families, as required.
- (8) Maintain records as required.
- (9) Provide situation reports to the Welfare Centre Manager.

An Assistant Supervisor may be required, depending on the anticipated number of evacuees to be registered.

WORKERS AT WELFARE CENTRE

The following list of duties will serve as a guide for R&I workers required to operate the Service at a Welfare Centre (see Appendix "B" for number of workers required).

R&I Leaders

Under the direction of the Supervisor, R&I Leaders would be responsible for:

- Explaining the method of filling in R&I cards to groups of evacuees.
- (2) Providing instructions while R&I cards are being completed by groups.
- (3) Supervising R&I Aides in the performance of their duties.

R&I Aides

Under the direction of R&I Leaders, R&I Aides would:

- Add data such as date, time, place of registration or place of inquiry in spaces 16, 17 and 19 of R&I cards prior to the distribution of the cards, and, if possible, prior to the arrival of evacuees.
- (2) Place R&I cards and pencils on desks before the evacuees enter the rooms.
- (3) Usher evacuees into R&I Rooms.
- (4) Supervise and assist evacuees in completing the cards.

- (5) Recognize the evacuees who are unable to complete the cards under group instruction and direct them to the Individual R&I Rooms.
- (6) Collect completed cards.
- (7) Check cards for accuracy.
- (8) Pack completed R&I cards into envelopes, bundles or boxes, number them consecutively and write the date and time of shipment on them.
- (9) Enter the foregoing information on the "Shipping Log".
- (10) Place packages of R&I cards in out-baskets for Local Registry.

Individual R&I Workers

Under the direction of the Supervisor, the Individual R&I Workers would:

- Interview the evacuees who are unable to complete R&I cards without assistance.
- (2) Record the information obtained on R&I cards.
- (3) Give completed R&I cards to R&I Aides.

Return of Inquiry Workers

Under the direction of the Supervisor the Return of Inquiry Workers would:

- Receive Inquiry Cards returned from Local Registry and maintain "Shipping Log" of Inquiry Cards returned from Local Registry. Enter each shipment on "Shipping Log".
- Sort returned Inquiry Cards alphabetically (see Appendix "E").
- (3) Separate Inquiry Cards containing death notices.
- (4) Distribute Inquiry Cards, with exception of those containing death notices, to evacuees.
- (5) Advise personally and privately those evacuees whose Inquiry Cards contain death notices.
- (6) Direct evacuees to Group or Individual R&I Room if their Inquiry Cards contain no information or partial information with regard to persons inquired about.

LOCAL REGISTRY MANAGER

Under the direction of the R&I Chief, the Manager of the Local Registry would:

- (1) Set up and operate the Local Registry.
- (2) Implement policies, procedures and changes in plans as directed by the Chief.
- (3) Determine staff, supplies and equipment situation and request additional resources if required.
- (4) Assign staff duties.
- (5) Prepare work schedules.
- (6) Direct and supervise staff in the performance of their duties.
- (7) Advise Supervisors of the Welfare Centres concerned when File Unit workers discover that separated members of a family are in different locations in that community.

LOCAL REGISTRY WORKERS

The tasks to be performed by workers in a Local Registry which would handle 1000 or more R&I Cards are broken down into 3 operations—these to be performed by workers in the Intake Unit, the File Unit and the Reply Unit. In a Local Registry which would handle less than 1000 R&I Cards, it is suggested that these three operations would be performed by one group of workers.

Intake Unit Workers

Under the direction of the Local Registry Manager, the Intake Unit Workers would:

- Maintain a Log of envelopes, boxes or packages of R&I Cards received.
- (2) Sort R&I Cards (see Appendix "E").
- (3) Separate Registration Cards from the stubs and carbons.
- (4) Place packages of the originals of Registration Cards in outbaskets for Central Registry.
- (5) Transfer alphabetically sorted duplicates of Registration Cards and Inquiry Cards to File Unit.

File Unit Workers

Under the direction of the Manager, the File Unit Workers would:

- (1) File the duplicates of the Registration Cards (see Appendix "F").
- (2) Compare Registration Cards bearing the same surnames to determine if they pertain to the members of the same family who became separated.
- (3) Report immediately to the Manager when, by matching Registration Cards, it is found that separate members of a family are in different locations in that community.

Reply Unit Workers

Under the direction of the Manager, the Reply Unit Workers would:

- (1) Check Inquiry Cards against Registration Cards.
- (2) Enter information obtained from Registration Cards on Inquiry Cards and initial them (see Appendix "G").
- (3) Maintain a log of envelopes, boxes or packages of Inquiry Cards sent to Central Registry or returned to Welfare Centres.
- (4) Place packages of Inquiry Cards in out-baskets for Welfare Centres and Central Registry.

REUNITING FAMILIES

When the whereabouts of separated family members have been established as the result of inquiries, or by matching Registration Cards at the Local Registry or at the Central Registry, the Welfare Centres concerned are so informed.

A basic policy of operation of the R&I Service is that the Welfare Centre where the head or oldest member of the family is located would be responsible for initiating action to reunite the family.

PROCEDURES FOR REUNITING

Physical arrangements for reuniting would vary according to the situation. Two possible situations can be visualized:

- (a) The reuniting of separated family members who are registered at different Welfare Centres in the same community.
- (b) The reuniting of separated family members who are in different communities.

REUNITING IN THE SAME COMMUNITY

When the missing members of a family are located in the same reception community the R&I Supervisor would:

- (a) Contact immediately the Welfare Centre (s) where members of the separated family are residing in order to co-ordinate the necessary action.
- (b) Contact the Counselling and Emergency Aid Bureau of Personal Services when a more individual approach is required because of age (small children), state of health, personal or social problems.

REUNITING IN DIFFERENT COMMUNITIES

If the whereabouts of the missing family members have been established as being different reception communities, the R&I Supervisor would:

- (a) Report the situation to the R&I Chief of the municipality.
- (b) Contact counselling and Emergency Aid Bureau of Personal Services, if their assistance is required (see (b) above).

The R&I Chief of the municipality responsible for reuniting would contact the Zone R&I Chief who would ensure that:

- (a) All the necessary arrangements with regard to transportation have been made.
- (b) Lodging would be available for the reunited family.



EMERGENCY WELFARE SERVICES GLOSSARY OF TERMS

1. AUXILIARY KITCHEN

A place in which food would be prepared and cooked, to be served in another location.

2. CASE INDEX CARD-

Personal Services

A two part card, with a one-time carbon, which would be filled out for each individual or family applying for assistance at the Counselling and Emergency Aid Bureau, Personal Services.

3. CASE INDEX KIT

A carton containing 500 Case Index Cards, 24 blank Index Marker cards and the instructions for their use in the operation of the Counselling and Emergency Aid Bureau of Personal Services.

4. CENTRAL INDEX

The place in a Zone to which the duplicate of the Case Index Card is sent for filing and checking to prevent the duplication of counselling and emergency aid in another Welfare Centre or reception community.

5. CENTRAL REGISTRY

The Centre(s) serving a specific target area(s) to which a Local Registry forwards the original copies of Registration Cards and unanswered Inquiries for filing and searching.

6. CENTRAL REGISTRY MANAGER

The person appointed by the Zone Chief of Registration & Inquiry, who is responsible for the planning, organization and operation of the Central Registry.

7. CHIEF—EMERGENCY CLOTHING

(provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Clothing Service at each level.

8. CHIEF—EMERGENCY FEEDING

(provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Feeding Service at each level.

9. CHIEF—EMERGENCY LODGING

(provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Lodging Service at each level.

10. CHIEF—PERSONAL SERVICES

(provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of Personal Services at each level.

11. CHIEF—REGISTRATION AND INQUIRY

(provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Registration and Inquiry Service at each level.

12. CLOTHING DEPOT

The site within a reception community where used and new clothing will be assembled, sorted, sized, bundled and forwarded to Welfare Centres for distribution.

13. CLOTHING DEPOT MANAGER

The person appointed by the municipal Chief of Emergency Clothing, who is responsible for planning, organizing and operating the Clothing Depot and the collection of used clothing in the community.

14. CLOTHING ISSUE VOUCHER

A three-part form with one-time carbon, used to record the type and quantity of clothing issued to an evacuee.

15. CONGREGATE FACILITY

A building other than a private dwelling used for congregate lodging.

16. CONGREGATE FACILITY MANAGER

The person appointed by the Municipal Chief of Emergency Lodging, who is responsible for the administration of a Congregate Facility.

17. CONGREGATE LODGING

The lodging of a large number of evacuees, usually a special group, in a congregate facility.

18. COUNSELLING AND EMERGENCY AID BUREAU

One of the four bureaux of Personal Services. The function of this bureau is to provide counselling services and financial and/or material assistance for those individuals and families who need help with their personal questions and problems regarding their rehabilitation and/or emotional readjustment.

19. DIRECTOR—EMERGENCY WELFARE SERVICES (provincial, zone, municipal)

The person appointed to organize, co-ordinate, and operate the five Emergency Welfare Services at each level (from the Department of Public Welfare where such exists).

20. DWELLING

Self contained living quarters with a private entrance (either from outside the building or via a common hall or lobby).

21. EMERGENCY ACCOMMODATION

Emergency living space in buildings for persons who have evacuated a damaged or potentially dangerous area or whose homes have been destroyed.

22. EMERGENCY ASSIGNMENT RATIO

The number of persons to be lodged per room in a reception community in order to provide emergency accommodation for the residents of the community and the probable number of evacuees assigned to it.

23. EMERGENCY CHANGE OF ADDRESS CARD

Post Office Form E-1, to be used by evacuees in a war emergency as a postal locator card for undelivered letter mail addressed to disaster areas.

24. EMERGENCY CLOTHING SERVICE

One of the five Emergency Welfare Services. This Service is responsible in an emergency for supplying clothing to those requiring it.

25. EMERGENCY FEEDING SERVICE

One of the five Emergency Welfare Services. This Service is responsible in an emergency for the feeding of persons without food or means of preparing it.

26. EMERGENCY FOOD PACK

At least a seven day (and preferably a fourteen day) supply of emergency type food and liquid, packed in readiness as a self-help measure for evacuation or shelter living.

27. EMERGENCY LODGING SERVICE

One of the five Emergency Welfare Services. This Service is responsible in an emergency for the provision of immediate, temporary accommodation to people requiring it.

28. EMERGENCY WELFARE SERVICES

The five Services responsible for providing in an emergency, those emergency welfare services which would be essential for the survival and well being of persons affected by the disaster (Emergency Clothing, Emergency Feeding, Emergency Lodging, Registration and Inquiry, Personal Services).

29. EVACUEE

A citizen or resident of Canada who, because of an emergency, leaves his home and goes to another place in Canada.

30. FAMILY MEETING PLACE

A place where members of a family have planned to reunite eventually should they be separated by disaster.

31. FEEDING ESTABLISHMENT

A place, commercial or non-commercial, where food is prepared and served (e.g. restaurant, school, club).

32. FEEDING STATION

A site where food which has been prepared in another location, would be served.

33. HEADQUARTERS—EMERGENCY

WELFARE SERVICES

(provincial, zone, municipal)

The physical location (within an Emergency Government Headquarters at each level) from which the Emergency Welfare Services Director and Chiefs of Services would direct emergency operations.

34. IMPROVISED FEEDING

The preparation, cooking and serving of food in time of emergency by means of facilities other than those in private dwellings, commercial and non-commercial feeding establishments.

35. INQUIRY CARD

A card which would be filled out by a person inquiring about the safety and whereabouts of another person.

36. INQUIRY KIT

A carton containing 750 Inquiry Cards and the equipment required for the making of inquiries by evacuees.

37. INSTITUTIONAL CARE BUREAU

One of the four bureaux of Personal Services. The function of this bureau is to plan for the evacuation from probable target areas, or the reception and care in reception areas, of people who are confined to welfare institutions.

38. LOCAL REGISTRY

The place in a reception community to which all completed Registration and Inquiry Cards are sent for processing.

39. LOCAL REGISTRY MANAGER

The person appointed by the municipal Chief of Registration and Inquiry, who is responsible for the planning, organizing and operation of the Local Registry.

40. LODGING ASSIGNMENT CARD

A three part card with a one-time carbon, which would be used in the assignment of evacuees to either a private dwelling or a congregate facility.

41. LODGING ASSIGNMENT OFFICER

The person who is responsible for selecting the emergency accommodation to which evacuees are sent.

42. LODGING FACILITY CARD—COMMERCIAL AND CONGREGATE

A card used to record detailed information about congregate facilities.

43. LODGING FACILITY CARD—DWELLINGS

A card used to record information about a private dwelling.

44. LODGING LEADER

A person appointed by the Supervisor of Emergency Lodging, who is responsible for the group instruction of evacuees in the completion of Lodging Assignment Cards.

45. MASS FEEDING

The feeding of large groups of people in an emergency, in contrast to feeding in private dwellings.

46. MATCHING

(Omit "matching factors" definition)

That part of the process of assigning evacuees to temporary accommodation, based on one or more factors which would contribute to the compatibility of householder and evacuee.

47. MOBILE EWS TEAM

A team of EWS workers whose function is to assist evacuees during re-entry operations and/or within areas where EWS are over-burdened or unorganized.

48. OPEN STOCK—STOCK RETURN FORM

A two part form with a one-time carbon, used to record the total number of unpacked clothing items of all categories held in Clothing Depots and Welfare Centres.

49. PERSONAL SERVICES

One of the five Emergency Welfare Services. This service is responsible in an emergency for providing individuals and families with special care, guidance and material assistance through 4 Bureaux: Reception, Unattached Children and Dependent Adults, Institutional Care (welfare), and Counselling and Emergency Aid.

50. PLAN—EMERGENCY WELFARE SERVICES (provincial, zone, municipal)

A detailed written account of the policies and procedures to be followed in setting up and operating the Emergency Welfare Services at each level.

51. PLANNING COMMITTEES— EMERGENCY WELFARE SERVICES

Committees composed of suitable community people, whose training and experience would assist a Director

of Emergency Welfare Services and each of five Chiefs of Services in planning and organizing.

52. PRE-ATTACK PHASE

This phase includes any period of deteriorating international relations up to the time of the National Alert Warning or the commencement of attack, whichever is first.

53. SHOCK PHASE

This phase includes the duration of the attack and the interval following until arrangements have been completed for the survival of the remaining population, with the government in control although using emergency powers. There are three periods during this phase: Attack Period; Life-Saving Period; Survival Period.

54. READY STOCK—STOCK RETURN FORM

A two part form with a one-time carbon, used to record all the clothing on hand in Clothing Depots and Welfare Centres that has been sorted, sized, packed and marked.

55. RECEPTION AREA

The area beyond a target area into which people evacuate in time of emergency.

56. RECEPTION BUREAU

One of the four bureaux of Personal Services. The function of this bureau is to receive evacuees at Welfare Centres and other reception points, to answer questions, to give reassurance, and to direct evacuees to appropriate emergency services.

57. RECEPTION COMMUNITY

A city, town, or village within a reception area, which would receive and care for evacuees in time of emergency.

58. RECOVERY PHASE

This phase includes the long time interval following the survival period when reconstruction and rehabilitation would be the primary considerations.

59. REFUGEE

A citizen of a foreign country, who arrives in Canada during an emergency.

60. REGISTRATION CARD

A two part card, with a one-time carbon, on which information about evacuee families or individuals would be recorded so that inquiries about them could be answered.

61. REGISTRATION AND INQUIRY SERVICE

One of the five Emergency Welfare Services. The twofold function of this Service is to reunite as quickly as possible members of families separated by disaster, and to answer inquiries regarding the safety and whereabouts of persons.

62. REGISTRATION KITS

A carton containing 500 Registration Cards and the equipment required for the registration of evacuees.

63. REQUISITION TO SUPPLY OFFICER FORM— EMERGENCY WELFARE SERVICES

A three part form, with one-time carbon, which would be used by each of the five Emergency Welfare Services when requisitioning goods and equipment from the War Supply or Municipal Supply Officer.

64. SAFETY NOTIFICATION POST CARD

Post Office Form E-2, to be used by evacuees in a war emergency to advise others of their safety and present location.

65. SELF-HELP PREPARATIONS

Those preparations which individuals and families can make now for their own survival in case of emergency.

66. SEPARATED FAMILY

A family in which one or more members have become separated from the other family members by a disaster.

67. SUPERVISOR-EMERGENCY CLOTHING

A qualified person appointed by the Municipal Chief of Emergency Clothing to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

68. SUPERVISOR—EMERGENCY FEEDING

A qualified person appointed by the Municipal Chief of Emergency Feeding to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

69. SUPERVISOR-EMERGENCY LODGING

A qualified person appointed by the Municipal Chief of Emergency Lodging to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

70. SUPERVISOR—PERSONAL SERVICES

A qualified person appointed by the Municipal Chief of Personal Services to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

71. SUPERVISOR—REGISTRATION & INQUIRY

A qualified person appointed by the Municipal Chief of Registration & Inquiry to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

72. SUPPORTING SERVICES

A term indicating a service given to or required from EWS.

73. THREE-DAY SURVIVAL KIT

A kit consisting of one pound of candy (any kind except chocolate), a 20 ounce can of juice, and a can opener. It is recommended as a self-help measure for survival in an emergency when no other source of food and liquid is available.

74. UNATTACHED CHILDREN & DEPENDENT ADULTS BUREAU

One of the four bureaux of Personal Services. The function of this bureau is to care for children and dependent adults separated from their families.

75. WELFARE CENTRE

The building or group of buildings within a Welfare Centre Area from which the Emergency Welfare Services will be administered and provided.

76. WELFARE CENTRE AREA

The geographic area within a reception community for which a specific Welfare Centre is responsible.

77. WELFARE CENTRE MANAGER

The person who is responsible for the organization and operation of Emergency Welfare Services in a Welfare Centre and its Welfare Centre Area.

SUGGESTED STAFF GUIDE

Because staff requirements in an emergency would vary across the country, local conditions would determine the extent to which the suggestions outlined here can be applied.

A staff requirement guide calculated on a "per shift" basis is given below, and is based on a Welfare Centre which could provide immediate services to 2,000 evacuees within a four-hour period.

The numbers given are based on the operation of three Mass Registration Rooms and three Mass Inquiry Rooms (one R&I Leader and five R&I Aides to a room). Individual R&I could be carried out in one or more rooms depending upon space available.

Although the supervisory staff needed for providing R&I services for 2,000 evacuees is sufficient for 4,000 or more, the number of workers (R&I Leaders, Individual R&I workers, R&I Aides and Local Registry clerks) would have to be increased, depending on the availability of space and equipment.

R&I Staff Requirements

- (a) Welfare Centre
 - 1 Supervisor
 - 6 R&I Leaders
 - 10 Individual R&I workers
 - 30 R&I Aides
 - 4 Workers for Mobile R&I Teams (2 members per team).

(b) Local Registry

- 1 Manager
- 15 Clerks sorting, filing and searching

Total 67

REGISTRATION AND INQUIRY COURSE FOR WORKERS — COMMUNITY LEVEL

OBJECT:

A short Course to teach Registration and Inquiry Workers the essentials of the Service Operation.

QUALIFICATIONS:

Candidates should be familiar with their own local municipal emergency services and provincial organization before taking this course.

| Session | Time | Subject and Content |
|---------|-------|--|
| 1 | ½ hr. | The Purpose of the Registration and Inquiry Service — The need — The aim |
| 2 | ½ hr. | Organization of the Service Function of Chief of Registration and Inquiry Function of Supervisor of Registration and Inquiry Function of Local Registry Manager R&I Staff and their responsibilities |
| 3 | ¾ hr. | Registration and Inquiry Methods Group Registration and Inquiry under Instruction Individual Registration and Inquiry |
| 4 | ½ hr. | The Registration of Evacuees Who? When? Where? — Priorities — Mobile Teams |
| 5 | 1 hr. | How to Use the Registration Card — Explanation — Exercise |
| 6 | 1 hr. | How to Use the Inquiry Card — Explanation — Exercise 55 |

| Session | Time | Subject and Content |
|---------|---------|---|
| 7 | 3⁄4 hr. | Mass Registration and Inquiry Room — Planning — Operation |
| 8 | ½ hr. | Individual Registration and Inquiry — Planning — Operation |
| 9 | ½ hr. | The Registration and Inquiry Plan |
| 10 | ½ hr. | Sorting of Registration and Inquiry Cards — Explanation — Exercise |
| 11 | ½ hr. | Local Registry — Lecture |
| 12 | 1 hr. | Operation of Local Registry (Exercise) |
| 13 | ½ hr. | Return of Inquiries |
| 14 | 2 hrs. | Syndicate Sessions Problems — Family Preparation for Identification and Reuniting Space, Equipment and Supplies required for Operation of Registration and Inquiry Service. |

SPACE, EQUIPMENT AND SUPPLIES REQUIRED BY REGISTRATION AND INQUIRY SERVICE AT OPERATIONAL SITES

The following is an analysis of the space, equipment and supplies required by the R&I staff during the Pre-attack and Shock phases of operation.

HEADQUARTERS

Space

Office space for the R&I Chief is allotted by the EWS Director.

Equipment and Supplies

In addition to the usual office equipment, special equipment such as maps, overlays, resources boards, message forms and log sheets should be available. Records such as the R&I plan, and a map of the community are essential.

WELFARE CENTRES

The operational plan for each Welfare Centre is dependent on its size, its layout and the number of evacuees to be received. Accordingly, space would be allotted to achieve the maximum operational efficiency for a specified number of people. A Welfare Centre from which EWS would be administered or provided to a total of 2,000 evacuees will be considered here as the basis for the operational requirements of R&I Service.

(1) Mass Registration and inquiry Rooms

Space

Space for Mass Registration and Inquiry Rooms will vary according to the layout of the building. The average school classroom, approximately 25' x 35', would serve to register or to take inquiries from 100 people per hour. With an estimated 800 registrations and 800 inquiries to be placed initially per 2,000 evacuees, there would be a need for four rooms.

Equipment

If classrooms are used, they already would be equipped with desks, blackboards and platforms. In other locations improvised writing surfaces and seats must be provided.

Supplies

For the completion of Registration and Inquiry Cards the Service will require the following supplies at each Welfare Centre:

- (a) Registration Cards¹ 560 per 1,000 evacuees allotted to the Welfare Centre.
- (b) Blow-up of Registration Card one for each mass Registration Room.
- (c) Inquiry Cards¹ 1,120 per 1,000 evacuees allotted to the Welfare Centre (initial supply).
- (d) Blow-up of Inquiry Card one for each Mass Inquiry Room.
- (e) Pencils and/or ball point pens.
- (f) Pencil sharpeners.
- (g) Envelopes or boxes for transmission of cards.
- (h) Rubber bands.
- (i) Pointers one for each Registration and Inquiry Room.

(2) Individual Registration and Inquiry Rooms

Space

Planning is based on the assumption that 2% of the evacuees might require assistance in registering and making out inquiries, but local plans should allow for rapid expansion if necessary.

The room must be large enough for positioning of desks and chairs so as to allow for undisturbed interviewing.

Equipment

10 tables or desks and 10 chairs would be required.

Supplies

- (a) Registration Cards.
- (b) Inquiry Cards.

(b) One pencil sharpener.

(d) 25 plain file guides.

¹The Registration Cards and Inquiry Cards are packaged in self-contained kits. Registration Cards are packaged in lots of 500, whereas Inquiry Cards are packaged in lots of 750. Included in each box are the following additional items: (a) one dozen pencils.

⁽c) One sheet of instructions (English and French).

⁽e) A large blow-up of the type of card contained in the box.

- (c) Pencils and/or ball point pens.
- (d) Pencil sharpeners.
- (e) Rubber bands.

(3) Return of Inquiries Room

Space

A room with a total area of 300 square feet is required. Where space in the Welfare Centre is limited, one of the Mass or Individual Registration Rooms may be used later for the Return of Inquiries Room.

Equipment

If possible, the room should be equipped with post office type wickets for the distribution of the returned Inquiry Cards. One sorting table, some desks or tables and chairs also would be required.

Supplies

Pencils and/or ball point pens, writing pads.

LOCAL REGISTRY

Space

In determining space required for a filing operation, it should be remembered that a file drawer or open box bin holding approximately 2,000 Registration Cards will measure 26" x 8". In addition, space for at least three sorting tables measuring approximately 36" x 72" each and a working area would be required.

Equipment and Supplies

The equipment and supplies which would be required include:

- (1) Tables and chairs.
- (2) File drawers or open file bins.
- (3) File trays.
- (4) Alphabetical guide cards.
- (5) Large envelopes or boxes for transmission of cards.
- (6) Pencils and ball point pens.
- (7) Staplers.

PROCEDURE FOR ALPHABETICAL SORTING OF CARDS

Many Local Registries will not have to handle more than 1000 Registration Cards. These may be sorted on a small table surface by sorting first to four, or five, or six alphabetical groups, and then sorting each one of these groups to the individual letters.

(a) First sort the cards to four, five or six alphabetical groups as follows:

| Four Group | Five Group | Six Group |
|------------|------------|-----------|
| A — E | A — C | A — C |
| F — K | D — G | D — G |
| L P | H-L | H L |
| Q - Z | M — R | M — P |
| | S-Z | Q — S |
| | | T — Z |

It will help the inexperienced sorter, to have cards on which the letters of each sorting group are printed in front of him on the edge of the sorting table. When sorting to four groups, the first card will be inscribed "A, B, C, D, E". The second card "F, G, H, I, J, K". The third card "L, M, N, O, P". The fourth card "Q, R, S, T, U, V, W, X, Y, Z".

- (b) Place the last pile of cards, containing the surnames starting with letters from "Q to Z" at the side of the table, and on top of it place in a crossed position the "L — P" pile. Continue the process until the other two piles are also crisscrossed alternately.
- (c) Take the top group, containing A's to E's and sort into the separate letters. Place the pile of A's on the bottom with the B's crossed on top, and continue the process until all the letters have been sorted and piled in alternate crisscrossed piles, from A to Z.
- (d) Invert the piles and sort the A group in sequence to the second and third letters, as follows:Abbott, Abel, Aberdeen, Abra, Acheson, Ackland.Place the A group face down ready for filing.
- (e) Sort the B's in sequence and continue throughout the remaining letters, with each letter placed on top and across the

letter preceding it (criss-crossed alternately). All the cards now should be in correct alphabetical sequence and ready for placing in the files.

However, the majority of Local Registries will have more than a thousand cards to handle. The procedures for a larger volume require dividers to assist in the sorting, and are as follows:

- (a) Starting with "A", sort the cards to the name using separate dividers for the most common names in the "A" grouping.
- (b) Remove the cards from the device commencing with "Z" and place face up in criss-crossed piles.
- (c) Sort to the second letter of the name, starting with "A", using separate dividers for the three most common names in the "A" grouping.
- (d) Starting with "Z", remove the cards from the device and place them face upward in criss-cross piles. Place the three common names in a separate pile.
- (e) Sort to the third letter of the name, starting with the first letter group "Aa", using the same device. Three more common names may be separated when sorting to the third letters.
- (f) Starting with "Z", remove the cards from the device and place them face upward in criss-crossed piles.
- (g) Sort to the fourth letter of the name, starting with the first letter group "Aab", using the same device.

RULES FOR ALPHABETICAL FILING SYSTEM

In the R&I Service accuracy in filing is absolutely essential. A uniform system of filing Registration Cards is given here in detail.

 Transpose names of individuals, considering last name first, then the given name or first initial, and middle name or middle initial.

| Name | Correct Filing Arrangement |
|------------------|----------------------------|
| Leon De Mace | De Mace, Leon |
| H. Albert Miller | Miller, H. Albert |
| John J. Wilson | Wilson, John J. |

Individual name prefixes, such as De, de, d', du, von, Le, M', Mac, O', St., are considered part of the last name and not separately.

Correct Filing Arrangement

| 1. De Duniak, Andrew | 6. McBride, Thomas |
|-----------------------|----------------------|
| 2. Degaw, Edwin | 7. O'Brian, Gerald |
| 3. D'Olier, Francois | 8. Sainte, Almont T. |
| 4. L'Engle, Josephine | 9. St. George, Lee |
| 5. MacAdams, Ada | |

3. Hyphenated names of individuals are treated as one word.

| Name | Correct Filing Arrangement |
|-----------------------|----------------------------|
| Diana Cirtis-Smith | Cirtis-Smith, Diana |
| Muriel Duff-Gordon | Duff-Gordon, Muriel |
| Cecil W. Medley-Jones | Medley-Jones, Cecil W. |

Abbreviated designations (Jr., III, Sir, etc.) appearing as parts
of names after given names and initials are disregarded in
filing. The designations should be enclosed in parenthesis.

| | Name | Correct Filing Arrangement |
|----|-------------------------|----------------------------|
| | Henry James Hale, Sr. | Hale, Henry James (Sr.) |
| 62 | Robert Edward Huey, III | Huey, Robert Edward (III) |

5. Titles or degrees of individuals, whether preceding or following the name, are disregarded in filing. The titles or degrees are placed in parenthesis after given name or initial.

| Name | Correct Filing Arrangement |
|-----------------------|----------------------------|
| Dr. Wallace Winters | Winters, Wallace (Dr.) |
| Capt. John Chambers | Chambers, John (Capt.) |
| Crawford Wood, L.L.D. | Wood, Crawford (LL.D.) |

EXCEPTION: Foreign titles and individual names, where only title and one name appear, are treated as written.

| Name | Correct Filing Arrangement |
|----------------|----------------------------|
| Madame Lucile | Madame Lucile |
| Prince Rupert | Prince Rupert |
| Princess Elane | Princess Elane |

The legal name of a married woman is the one considered in filing, and the maiden name is written after the given name or names.

| Name | Correct Filing Arrangement |
|----------------------|----------------------------|
| Olive Alexander Hill | Hill, Olive Alexander |
| Ada Nolan Johnson | Johnson, Ada Nolan |
| Mary Wilson Maze | Maze, Mary Wilson |

7. Arrange all registration cards in A-Z sequence of the letters of the surname to the last letter of the name.

Correct Filing Arrangement Daast Driscoll Dabney Duprey Devorak Denty Dwiggins DeWing Di Battista Dwyer Dickerman Dyche Dobrow Dzurek Dominick

8. Surnames, when used alone, precede the same surnames having initials or given names.

Correct Filing Arrangement

Carr

Carr, Albert K.

Carr, Albert W.

9. An initial precedes a name beginning with that initial.

Correct Filing Arrangement

Emerson, H.

Emerson, Henry

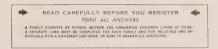
THE REGISTRATION CARD

The Registration Card is used to record necessary information regarding the identity, physical condition and location of families and persons who become displaced.

It is light blue and is a two-part card with a carbon. The carbon is attached to a stub on the left hand side. The actual size is 8" by 5" with a 1" stub making a total width of 9".

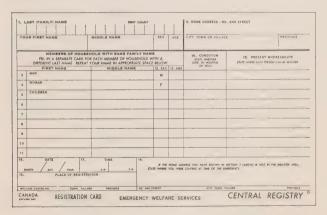
Stub

The main function of the stub is to hold the carbon, but use is also made of this space to provide the following instructions to those who are registering:



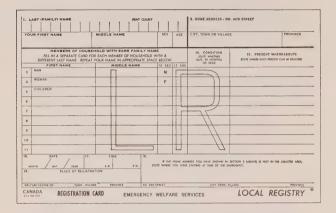
Original

The original of the completed card is forwarded to the Central Registry for the Target Area concerned. The original has the words "Central Registry" printed in red in the lower right hand corner.



Duplicate

The duplicate has large red outlines of the letters LR (Local Registry) superimposed on the face of the card. The words "Local Registry" in the lower right hand corner designates where this copy is to be kept, and provides a further difference from the original.



The following instructions are included in each Registration Kit (described in Appendix "D").

Instructions for Use of Registration Cards

- These cards are to be used only if an emergency has been declared by the Government, or for Emergency Welfare Services staff training exercises.
- Cards are to be used to register members of separated families. After registration of this priority group has been completed all other evacuees should be registered.
- One card is to be used to register all members of a family who have the same last name. A separate card must be completed for each relative with a different last name.
- Evacuees should use a pencil or ball point pen when completing the card so that a clear carbon copy will be made.

- 5. The cards are designed with instructions printed on them so that most people will be able to complete them under group instruction. In one or two places, however, the registrant might run into difficulties. These are:
 - (a) The given name appearing in No. 1 must be repeated in either No.'s 3, 4, or 5, depending on who is filling in the the card. For example, if Mrs. Jean Doe is completing a card, the name Jean must appear in the second line of No. 1 and must be repeated in No. 4.
 - (b) The home address in No. 2 is the address of the evacuee in the community from which he has evacuated.
 - (c) No.'s 14 and 15 must be completed by or for the individual or individuals actually being registered. This indicates to the authorities the condition of these persons and where they can be reached in the reception community.
 - (d) No. 18 is only to be used when a person who ordinarily does not reside in the disaster area finds himself in the disaster area at the time evacuation takes place. For example, a business man who lives in London, Ontario, is in Toronto when warning is given and he evacuates from Toronto. This evacuee would indicate his London address in No. 2 and his temporary Toronto address in No. 18.
 - (e) No. 19 should indicate the particular Welfare Centre at which registration is being done. If possible, this item should be completed by the workers prior to the evacuee's arrival.
- The completed cards should be checked for accuracy before the evacuee leaves.
- The completed cards should be packaged and taken on to the Local Registry.
- 8. The cards should not be torn apart before they are taken to the Local Registry.

THE INQUIRY CARD

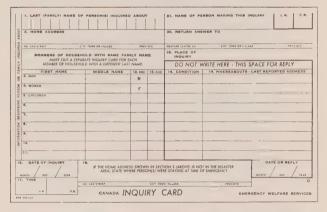
The Inquiry Card is designed to enable a person to make an inquiry about a missing person, to obtain information about his condition and whereabouts, and to bring this information back to the inquirer. It is white, with a 1" stub on the left hand side.

Stub

The space on the stub is used to provide the following instructions to those who are making out inquiries:



The Inquiry Card



The following instructions are included in each Inquiry Cards Kit (described in Appendix "D").

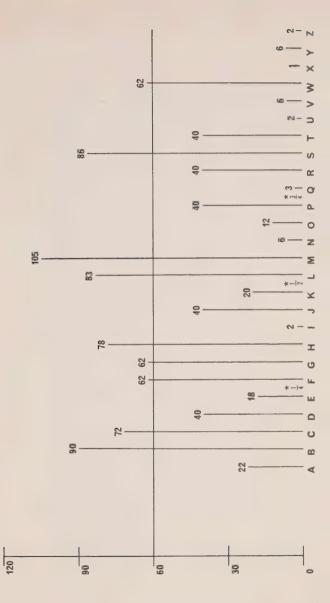
Instructions for Use of Inquiry Cards

- They are to be used only if an emergency has been declared by the Government, or for Emergency Welfare Services staff training exercises.
- They are to be used by evacuees to make inquiries about other members of their family from whom they have become separated.

- One card may be used to inquire about all the members of one family who have the same last name. A separate card must be completed for each relative with a different last name.
- 4. These cards contain printed instructions for use so that most people will be able to complete them under group instruction. In one or two places, however, the inquirer might run into difficulties. These are:
 - (a) In No. 1 the inquirer prints the last name of the persons being inquired about.
 - (b) Christian names of the persons being inquired about appear in No.'s 3 to 11.
 - (c) No.'s 15 and 14 in the square bordered by the thick, black band should be left blank. This space is reserved for the Emergency Welfare Services authorities to insert the answers to the inquiry.
 - (d) It is essential that No.'s 20 and 21 be completed with accurate information in order that the answers to inquiries can be returned to the inquirer. If possible, No. 19 might be completed ahead of time.
 - (e) No. 18 is only to be used when the person being inquired about was temporarily residing in a disaster area. For example, a business man who lives in London, Ontario, is in Toronto when warning is given and he evacuates from Toronto. The person making the inquiry about this man would show his London address in No. 2 and his temporary Toronto address in No. 18.
- The completed cards should be checked for accuracy before the inquirer leaves.
- The completed cards should be packaged and sent to the Local Registry.
- Evacuees should be instructed to go to the "Return of Inquiries" office in the Welfare Centre where they completed the Inquiry Cards, to receive answers to their inquiries.
- 8. Evacuees should be advised that because of the magnitude of the problem of answering inquiries, no answers are likely to be available for at least 48 hours and probably not for 72 hours or longer.

APPROXIMATE FREQUENCY OF OCCURRENCE OF NAMES BEGINNING WITH DIFFERENT LETTERS OF THE ALPHABET PER 1,000 CARDS

In order to equalize the probable work load among sorting and filing clerks, it is necessary to know the frequency of occurrence of surnames beginning with the different letters of the alphabet. If the alphabet were divided equally among thirteen workers, the clerk responsible for Y and Z would have about 8 cards to file out of a thousand, while the one handling G and H would have approximately 140. The chart shows the frequency of occurrence of names beginning with the different letters, as taken from an overall Canadian survey.



MESSAGE LOG

(Sample)

It is necessary for EWS in Headquarters and Welfare Centres to keep a record of all requests received, decisions made and/or action taken if there is to be a continuous, efficient operation. It is suggested that the following type of "Message Log" be used. Whether or not an overall EWS Log or individual Service Logs are kept, would depend upon the decision of the EWS Director.

| MESSAGE | |
|-----------------|-------------------|
| FROM | |
| TIME REC'D | INCOM |
| SUMMARY OF TEXT | INCOMING MESSAGES |
| ACTION | |
| MESSAGE | |
| 10 | |
| SENT | ONICOINC |
| SUMMARY OF TEXT | OUTGOING MESSAGES |

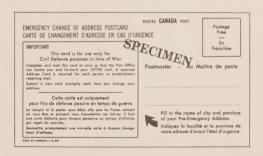
SAFETY NOTIFICATION AND EMERGENCY CHANGE OF ADDRESS CARDS

These two cards have been prepared by the Post Office Department in co-operation with the Department of National Health and Welfare for use on a POSTAGE FREE BASIS only in the event of war emergency proclaimed by the Prime Minister.

The cards are stockpiled in staff and semi-staff post offices across Canada. In the event of the declaration of an emergency, the Postmaster concerned would send a quantity of these cards to the designated Welfare Centres in his area.

These cards would be available to the evacuees near the exit from the Welfare Centre building (Lodging Waiting Area) and at the entrance to the Welfare Centre (Reception Area).

| FETY NOTIFICATION POSTCARD | | Postage Free |
|--|--------|-----------------|
| FETY NOTIFICATION POSTCARS RTE-ANY "EN SECURITE" IMPORTANT This cord is for use poly for | TEX. | En Franchise |
| This card is for use only for Civil Defence purposes in time of War | ~W | Franchise |
| Fill in this card and mail it immediately after evacuation or affect to any person who may be concerned about your safety. Card are abtainable free at Welfore Registration. Points and at Post Offices. | TO - A | |
| Cette carte est uniquement paur fins de défense passive en temps de guerre | | |
| Remptir la carte et, dès la fin de l'évocuation ou de l'atteque, l'expédier à teute personne qui pourrait êtra inquistr de votre sort. Cotte corte (obtilent grantièment aux points d'enregistrement de secours et ous bureaux de porte. | | |





Emergency Welfare Services Division Department of National Health and Welform